

UCPB250619 - Paper 5

To: UC Programme Board Members From: Lara Sampson

Sponsor: Neil Couling Author: Peter Loosley

Date: 25 June 2019

## **Move to Universal Credit Plans**

**Issue:** The Purpose of this paper is to provide UC Programme Board with an assessment of readiness for the start of the pilot in July and to share work on the shape of the pilot beyond the initial phase.

# **UC Programme Board are asked to:**

- Note current state of readiness for the start of the pilot
- Provide any steers on the shape of the pilot after the initial phase

Timing: For meeting 25 June 2019

#### Introduction

- 1. The Move to Universal Credit phase of the Programme is planned to start with a pilot on 17<sup>th</sup> July 2019. This remains subject to regulations being agreed by Parliament and we continue to work with parliamentary business managers and Ministers to agree a handling strategy to achieve this. In the meantime, all work necessary to start the pilot in July has continued at pace on the assumption that approval will be given in time. We continue to monitor this risk closely and have developed several contingency scenarios that could be deployed if approval is not given by the end of this month.
- 2. We have continued to progress the design and development of the Move to UC service alongside preparing Harrogate Jobcentre for the start of the pilot. We have developed a set of readiness criteria for commencing the pilot in July and have recently completed an assessment against these. This paper presents that assessment for discussion with the Board, alongside a verbal update following the Infrastructure and Project Authority's (IPA) one-day review on 18<sup>th</sup> June and ahead of UC Programme Delivery Executive (PDE) taking the final decision to start the pilot in July.
- We have also been developing the shape of the pilot beyond the initial phase to inform our planning and ongoing discussions with stakeholders. This paper provides an overview for discussion and for the Board to provide any steers on our strategy.
- 4. This paper covers:
  - Update on recent progress
  - Readiness for the start of the pilot
  - Emerging thinking on the shape of the pilot to October 2020



UCPB250619 - Paper 5

# **Update on recent progress**

- 5. Since the last update to the Board in April we have: -
  - Continued to develop the initial claimant journey for Move to UC and tested this in a walkthrough event on 6/6/19 involving 70 people from the design teams and stakeholder representatives.
  - Completed a series of workshops and feedback sessions with external stakeholder groups at national level and gathered a significant amount of valuable input to our strategy and design activities.
  - Completed the recruitment of a team at Harrogate including DWP staff, LA secondees and HMRC representation. The team has been working with us to develop the claimant journey and has also completed detailed analysis on the legacy caseload to inform our planning.
  - Prepared the site at Harrogate and put in place the necessary IT and telephony infrastructure.
  - Commenced discussions with local partners and stakeholders in the Harrogate area.
  - Completed a review with the IPA.

# Readiness for the start of the pilot

- 6. At the last Programme Board we introduced the "Who Knows Me" concept and explained that we intend to test the idea that, by building on existing relationships with claimants, we will more successfully be able to move them onto UC without having to send unsupported letters or stop benefits.
- 7. We intend to start the pilot with claimants who are well known to DWP as they currently attend the Jobcentre for face to face interventions. We think we can use these interventions as the trigger point to start learning how to move people onto UC. By starting with the claimants that we know best in DWP, we will test that the core pillars of moving people onto UC work before extending the pilot to work in partnership with others. The three core pillars to assure ourselves of are: -
  - We are able to calculate, explain, pay and erode Transitional Protection
  - We are able to engage and persuade claimants to act
  - We are able to support claimants through the process (includes their first and subsequent payments)
- 8. Using these pillars, we have developed a set of readiness criteria to assess our confidence in commencing the pilot covering operational readiness as well as the key aspects of the design. The criteria have been developed by our multidisciplinary teams with input from key stakeholders such as DWP Policy, UC Operations and HMRC and have been agreed by PDE. You will notice that the criteria, attached at Annex A, are very focused on our ability to *test* aspects of Move to UC. This is to ensure that we are focused on testing and learning, not just on delivering. Consequently, our assessment is based as much on confidence in our ability to *measure* information as it is to deliver a coherent service. We completed our latest review of readiness at the walkthrough event



UCPB250619 - Paper 5

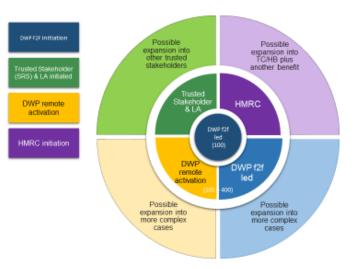
on 6/6/19 where we rated each criterion on a standard traffic light scale. The results are shown at Annex A.

- 9. Our overall status was assessed as amber/green. A number of issues were identified (shown in the readiness column on the table at Annex A) and these have been prioritised to focus on those that must be resolved before go live. Our assessment was that these are all resolvable in the time remaining, so our view at this stage is that we will be in a position to commence the pilot on 17/7/19 as planned. This assessment was reviewed with the IPA on 18/6/19 and a verbal update on their findings will be given at the Board meeting. It is worth saying that although we have assessed the readiness of our local stakeholders as green and we are very confident in the readiness of HMRC and Harrogate LA we have been unable to do as much local engagement as we would have liked. We have had our hands a little tied due to the uncertainty of the regulations. While this does not cause a problem with starting the pilot and we have had very positive low key sessions with most stakeholders once we have regulations, we will dial up engagement.
- 10. We will continue to review the readiness criteria and will present our final view to PDE on 10/7/19 when the go live decision will be taken.

# **Shape of the Pilot**

11. We agreed at the last meeting that we would use the 'Who knows me' concept. Here is a reminder of that.

# Who Knows Me



Hypothesis that if an organisation knows the claimant, they are best placed to assess their readiness to move and to help them through the move

\*knows the claimant defined as having had recent contact through f2f and/or telephony channels and an organisational/financial interest in supporting claimants through migration

We estimate at least 50% of claimants have this type of relationship with Jobcentres, HMRC, their LA or SRS landlord.

All numbers illustrative and to be continuously reviewed during pilot

12. We have now completed further work to build out this approach and consider in more depth how the pilot may develop after the start in July subject to test and learn experience. Our guiding principle will be to increase volumes slowly and only when it is safe to do so. We anticipate a gradual increase over the pilot period and would aim to maintain a slow growth trajectory in the early part of the main migration period.



- 13. As previously agreed, we will start the pilot with claimants who currently attend the Jobcentre for F2F interventions in an initial phase we have called Test the Concept. In this phase we will work with a small number of claimants to confirm that we can activate them to make their claims and pay UC accurately, including the Transitional Protection element. We will gradually increase volumes with a checkpoint once we have migrated enough cases (estimated to be around 20-50) to confirm that we can continue and are safe to expand volumes.
- 14. We will then move to 2 further phases with DWP claimants Develop the Service and Learn how to Grow. Our current planning assumption is that we will be aiming to start the Learn how to Grow phase in January 2020. We anticipate the first 2 phases will involve up to 100 claimants and Learn to Grow between 100 and 2000. We will have exit criteria for each phase that will determine our readiness to move to the next one. More detail and draft exit criteria for the Test the Concept phase are at Annex B.
- 15. Once we are confident that the DWP approach is working sufficiently satisfactorily, we will instigate the trusted partner approach next with one partner, then gradually expand this to other partners and increase volumes slowly using the same 3 phases.
- 16. Again, subject to being satisfied that we have proven the trusted partner concept, we will test an HMRC led approach using existing channels to instigate the journey and potentially provide support. We have started early thinking with HMRC and will continue to explore that over the next few months.
- 17. After around 6 months of live running in the pilot we will take stock on how the DWP and trusted partner approaches are working and we will take an early view on when it is may be safe to start testing remote activation for some claimants. At the same point we will also make an initial assessment on when we may be able to instigate a second pilot Jobcentre site as part of the Learn How to Grow phase.
- 18. We will move between phases and instigate new approaches only when we are confident we can do this safely, so we will use assessment points to check we have met exit and entry criteria at each stage. We will develop these criteria over the few months and agree them through governance.
- 19. In the first phases to January 2020 we will use a framework of user research and data to gather feedback on the service. This will be used, as always, to rapidly iterate and develop the service and will continue throughout the life of the pilot and beyond. We will not have formal evaluation running at this point as we will want to focus on getting the pillars of the concept working sufficiently. During this period, the primary purpose of all of the information we gather will be to inform learning and design, not as a vehicle for reporting. The Board's support in explaining this to an operating environment eager to measure progress and success would be appreciated.



UCPB250619 - Paper 5

- 20. From early 2020 we will instigate a formal evaluation programme once volumes have increased and the design is more stable. We are currently working to develop the evaluation strategy with UC Analysis Division but this is likely to include a substantial fieldwork exercise delivered by an external agency. We will use this, along with user research, to inform and justify decisions on scaling beyond the pilot period.
- 21. A summary view of the shape of the pilot with supporting narrative is attached at Annex C.

## **Decision / Recommendation**

- 22. UC Programme Board is asked to note the current state of readiness as amber/green indicating that the pilot can commence on 17/7/19 as planned, subject to parliamentary approval and PDE's final decision, currently planned for 10<sup>th</sup> July.
- 23. The Board is asked for any views or steers on the shape of the pilot. In developing this view we have maintained our key principles of starting small and growing volumes gradually over time. We have also introduced multiple assessment points to check it is safe to move between phases or instigate new approaches. There will be further key decision points next year on whether to move to a second site and on potentially instigating a remote approach for DWP claimants. We recognise that these will be needed at some stage but are not planning specific timescales at this stage as progressing those elements of the plan will be entirely dependent on progress during the first phases of the pilot.

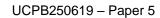


# Annex A - Move to UC Initial Pilot Detailed Readiness Criteria

Readiness Criteria	Measures / Requirements	How this is measured	Readiness Status
We can test the criteria for inviting claimants at the right time for them, defining and testing the inclusion and exclusion criteria	<ul> <li>Exclusion criteria agreed and redefined as needed</li> <li>Ability to identify if a claimant meets any of the exclusion criteria</li> <li>Ability to identify claimants who meet the deferral criteria (where possible)</li> <li>Case load list available for Pilot site (Households ready to move)</li> </ul>	<ul> <li>Inviting the first 100 claimants that have natural interventions with us (e.g. existing appointments, quarterly reviews and work-focused interviews [WFI])</li> <li>We will record which claimants we defer/exclude</li> </ul>	Finalise how & where to record exclusions etc
We can test engagement and mobilisation to ensure 'invited' claimants successfully claim UC at the right time  We can monitor the stages and steps taken (including the duration of each stage) to test and learn which steps yield the better outcome for claimants	<ul> <li>Initial design of conversations ready to test</li> <li>Ability to identify: <ul> <li>Deadline date for Migration Notice</li> <li>Number of claims made on or before the deadline</li> <li>Number of engagements prior to and after the Migration Notice is issued</li> <li>Number of claimants that do not claim before the original deadline and do not request an extension</li> <li>Number of claimants that request an extension</li> <li>Number of claimants that do not make any claim for UC and why</li> <li>Number of claimants that make a claim prior to the Migration Notice and therefore lose TP</li> </ul> </li> <li>Ability to obtain feedback on the journey and communications</li> <li>Ability to test different contact methods for conversations and reminders</li> <li>Ability to record inbound communication from claimants, i.e. how claimants respond following our engagement methods</li> <li>Ability to review the information (content and volume) given to claimants</li> </ul>	<ul> <li>We will test a Minimum Viable Product version of the Manage a Move (MAM) system and its ability to follow the claimant journey</li> <li>We will record the stages of claimants' journey in MAM</li> <li>We will gather feedback via user research from claimants and agents</li> <li>We will test and review the 'tested and reviewed</li> <li>Feedback gathered from 3<sup>rd</sup> party organisations from national forums and locally through the Partnership Manager</li> <li>Front of House enquiry monitoring</li> </ul>	<ul> <li>Finalise         research plan.</li> <li>Finalise 3<sup>rd</sup>         party support         mechanisms         with         stakeholders</li> <li>FoH         measurement         to be         confirmed</li> </ul>



Readiness Criteria	Measures	How	Readiness status
We can control the number of claimants invited to the journey	<ul> <li>Manual identification of claimants/volumes in place</li> <li>Ability to measure volumes of claimants at each stage of the journey</li> <li>Ability to track volumes to ensure we do not go beyond the 10,000 claimant award cap</li> <li>Ability to control the warm-up conversation trigger points</li> </ul>	We will log claimants that have been invited and record which stage of the journey they are in via MAM	Confirm MVP of MAM
We are ready to issue and obtain feedback on the Migration Notice	<ul> <li>Policy and Legal sign off of Migration Notice</li> <li>We have the ability to iterate the Migration Notice following learning and get this signed off rapidly by Policy and Legal</li> <li>Means to obtain feedback on communications</li> <li>We have a process for issuing the Migration Notice to single/couple claimants</li> </ul>	<ul> <li>User research is undertaken with claimants; the findings are shared to inform any required changes/iteration with Policy and Legal</li> <li>Documented sign-off from Policy</li> </ul>	<ul><li>Finalise research plan</li><li>Complete sign off of Migration Notice</li></ul>
We are ready to test support mechanisms and have the ability to learn what support works for claimants	<ul> <li>We have a mechanism that knows where a claimant is in their journey to UC</li> <li>We have mechanisms to learn and obtain feedback from claimants and agents to understand why their journey may have deviated from a 'happy path' (e.g. a claim for UC prior to receiving the Migration Notice)</li> <li>We can identify individual claimant support needs</li> <li>We can measure the types of engagements and support methods taken to enable claimants to make a claim to UC</li> <li>We will have an agreed process of reviewing the initial claimant journeys to inform future design/decisions</li> <li>We have a process to take Discretionary Hardship Payment (DHAP) claims, assess these and make payments</li> <li>We can test the effectiveness of the labour market proposition for M2UC claimants</li> </ul>	<ul> <li>MAM</li> <li>User research (solicited and unsolicited)</li> <li>We capture any identified claimant support needs (e.g. digital literacy) in the initial conversations</li> <li>We have a sufficiently sophisticated framework to connect up our learning from different sources in a coherent way</li> <li>DHAP process in place</li> <li>Work Coaches able to provide labour market support and operate conditionality regime</li> <li>Ensure user research and data analysis focuses on labour market engagement/outcomes as well as transfer process</li> </ul>	<ul> <li>Approach for recording all research and learning agreed</li> <li>Framework to connect learning agreed</li> <li>Confirm MVP for DHAP process</li> <li>Confirm UR/analysis approach for labour market activation</li> </ul>
We can test the identification and record when a claim to UC has been made	<ul> <li>Ability to identify that the claimant has made a claim to UC</li> <li>Ability to record the claim to UC submitted date and identity verification date</li> <li>Ability to identify that a claimant is a Move to UC claimant</li> <li>Ability to identify that the claimant has been given a UC award</li> </ul>	• MAM • UCFS	Confirm MVP of MAM     UCFS to confirm M2UC claim identified





Readiness Criteria	Measures	How	Readiness Status
We can test the process to confirm eligibility for TP	<ul> <li>Ability to identify if a claimant has changed circumstances to make them no longer eligible</li> <li>Change in partner / couple status</li> <li>Termination of legacy benefit (Not as a result of the UC Claim)</li> </ul>	<ul> <li>M2UC/UCFS data exchange will highlight couple/partner status changes</li> <li>State of CIS interests &amp; claimant status when Migration Notice handed to claimant can be recorded.</li> <li>CIS is checked for change in interests or status on a frequent basis until claim made to UC</li> <li>Changes in eligibility are retained throughout the pilot for analysis</li> </ul>	Confirm how and where legacy data sources are recorded
We are ready to test our ability to calculate Transitional Protection for relevant claimant groups	<ul> <li>Policy Assurance obtained for TP calculator</li> <li>Ability to obtain data from various sources required to calculate TP</li> <li>Ability to input required data into the calculator (UI available)</li> <li>Ability to share output of calculation including TP amount with UC London</li> <li>Ability to measure accuracy of calculation</li> <li>Agreed process to handle complaints and appeals</li> <li>Have a process to validate the TP calculation award</li> </ul>	<ul> <li>Automated test coverage</li> <li>Compare output of TP calc with Policy's independently worked out figure.</li> <li>All rules used can be interrogated by Policy</li> <li>Agree the data sources with agents &amp; SMEs</li> <li>Working &amp; tested UI for input to calc.</li> <li>Integration testing</li> <li>Monitor number of successful appeals</li> <li>Number of complaints on TP</li> </ul>	<ul> <li>Policy assurance completed</li> <li>Integration testing completed</li> </ul>
We are ready to test our ability to pay and erode Transitional Protection for relevant claimant groups	<ul> <li>Ability to accurately pay the calculated TP amount for a claimant</li> <li>Ability to accurately erode TP over time</li> </ul>	<ul> <li>Agent is able to check UC system to confirm TP payment</li> <li>Erosion rules in place</li> </ul>	Feature currently under development
We are ready to test an explanation of how TP was calculated	<ul> <li>Ability to review stored data used to calculate TP</li> <li>Ability to measure comprehension of explanation</li> </ul>	<ul> <li>Staff can access the legacy data used to calculate TP</li> <li>Rationale and versioning of rules being captured</li> <li>User research to measure comprehension of TP amount</li> </ul>	Confirm how and where legacy data sources are recorded



Readiness Criteria	Measures	How	Readiness Status
We are ready to test our ability to recalculate TP based on a valid change of circumstances or appeals	Ability to re-use data used for a previous calculation, supplemented with the data that has changed	<ul> <li>M2UC/UCFS system exchange will supply info for recalculation.</li> <li>When re-calc triggered from 3<sup>rd</sup> party (such as HMRC), manual calculator system allows us to easily rerun information</li> <li>Previous calculation data (source, data, time) is saved in a retrievable format</li> <li>Previous calculation data can be recovered from storage accurately</li> <li>Data can be updated with relevant changes and used to re-calculate TP</li> <li>Compare with previous TP calculation to confirm difference.</li> <li>Apply TP calculation confidence measures</li> </ul>	Confirm how and where legacy data sources are recorded
Our delivery partners and 3 <sup>rd</sup> party stakeholders have been consulted and engaged in co-designing the service ahead of commencement of the Move to UC Pilot	<ul> <li>HMRC and LA are ready and support the M2UC process</li> <li>Stakeholders have been consulted about and have been involved in co-designing M2UC process and we are able to measure how/what they do to direct or deliver parts of the service</li> </ul>	<ul> <li>HMRC and LA confirm they ready to start</li> <li>National stakeholder exercise completed</li> <li>Local stakeholders engaged</li> </ul>	LA and     HMRC ready     Local     stakeholder     discussions     complete
There are sufficient experienced and trained Operations staff in place	<ul> <li>DWP team in place</li> <li>LA secondees in place</li> <li>HMRC representative in place</li> </ul>	<ul> <li>All staff in place in Harrogate</li> <li>All staff completed training and upskilling on M2UC</li> </ul>	Staff training completed
Our people have the knowledge to support claimants based on approved and co-designed processes	<ul> <li>Pilot team and supporting offices are aware of and codesigned the M2UC process</li> <li>Pilot team and job centre are involved in the journey design in readiness to implement the process</li> </ul>	<ul> <li>Feedback and questions received from staff</li> <li>Types of questions received</li> <li>DWP Comms plan (reviewed by Harrogate JCP staff)</li> </ul>	DWP comms plan complete



Readiness Criteria	Measures	How	Readiness Assessment
We can learn and iterate to inform the readiness for scaling	<ul> <li>Feedback mechanisms in place</li> <li>An understanding of the characteristics of the cases covered within pilot site in comparison to the remainder of the claimant group</li> <li>We will have a process for incident management for Harrogate</li> </ul>	<ul> <li>MAM</li> <li>User research</li> <li>Feedback from staff and partner organisations</li> <li>Analysis of the data captured (qualitative and quantitative)</li> <li>Service Management and incident reporting process</li> </ul>	<ul> <li>Confirm MVP of MAM</li> <li>Incident management approach confirmed</li> </ul>
Where a claimant has successfully made a claim to UC, we will use current stop notices process to prevent overpayment of legacy benefits	<ul> <li>BAU Process for DWP / LA</li> <li>Stop notice process in place for HMRC</li> </ul>	<ul> <li>BAU UCFS measurement for stop notices</li> <li>Analysis of data specific to Move to UC claimants</li> <li>Monitor legacy overpayments</li> </ul>	HMRC stop notice process tested
We will learn the most effective way to manage changes of circumstances of claimants and where these are actioned across legacy and UC services	<ul> <li>Number of change of circumstances that result in recalculations</li> <li>Number of changes of circumstances identified only through engagement with claimants</li> <li>Monitoring how change of circumstances are shared across legacy and UC – manual process agreed</li> <li>Number of CoCs that result in the claimant becoming a CoC claimant (e.g. change of couple status)</li> <li>Number of CoCs before the first award</li> <li>The types of CoCs and compliance</li> </ul>	<ul> <li>State of CIS interests &amp; claimant status when Migration Notice handed to claimant can be recorded.</li> <li>CIS is checked for change in interests or status when CoC declared</li> <li>Changes in eligibility are retained throughout the pilot for analysis</li> <li>UCFS CoC data</li> </ul>	Confirm how and where legacy data sources are recorded
The initial Move to UC pilot meets UC design, security and performance standards and is compliant with relevant DWP BAU guidance	<ul> <li>We will attend relevant governance groups and have relevant sign-off prior to initiating the pilot</li> <li>Trade Unions informed</li> <li>We have obtained security assurance and testing regarding processes and systems used for the pilot</li> </ul>	<ul> <li>Data sharing agreements with trusted partners</li> <li>Security Assurance</li> <li>TDA</li> <li>BDA</li> <li>GDPR principles</li> <li>Equality Impact Assessment</li> <li>Health and Safety Risk Assessment</li> <li>Departmental and local TU meetings held</li> </ul>	Confirm all assessments complete



UCPB250619 - Paper 5

14/06/19\_V0.08\_JBr

#### Up to 100 claimants 101 up to 2000 claimants Decision Test the Concept \_\_\_\_Develop the Service\_\_ Grow point to Learn how to Grow move to Feedback together with evaluation focused on this approach will prove it can be Early learning and Grow Slowly scaled within the pilot phase. We'll look to increase volume to provide sufficient proving the learning from S at start of concept - what experience, evidence the approach is workable ahead of growing slowly from end of the pilot lowly main phase works or not. considering what User Research we need to do to Evaluation Learning and Feedback to grow across delivery approaches to continuously improve the user experience and inform scaling decisions based learning on enable increased

Official: Sensitive

I the ground

**DWP** • We'll commence by safely moving up to 100 DWP claimants with whom we have the closest relationship.

volume

Annex B Test the Concept Phase and draft exit criteria

- We'll do this initially using an MVP in Harrogate iterating rapidly based on early learning.
- We'll prove we can deliver our 3 pillars in Test the Concept the calculation, erosion and payment of TP, our ability to mobilise claimants at the right time and the effectiveness of our support mechanisms.
- During testing with the first small number (C. 20-50) of claimants, we will be seeing if the concept is workable. assuring ourselves the delivery approach should be developed further, and that we can move safely to Develop the Service.
- We'll also begin to consider what Organisation Design will support the service in the future.
- And we'll also begin to think about whether we should expand this approach beyond 100 claimants and what will be needed to enable this.

#### Draft Test the Concept Assurance Point; High Level Exit Criteria (work in progress)

- We have gathered sufficient learning and evidence to demonstrate that the DWP face 2 face 'who knows me' delivery approach is workable and should be developed further.
- We have tested our ability to calculate, explain, pay and erode Transitional Protection with a small number of claimants.
- We have tested engaging and mobilising a small number of claimants and there is evidence that they have successfully claimed UC at the right time.
- We have shown we can monitor the stages and steps taken (including the duration of each stage) to begin to test and learn which steps yield the better outcome for claimants.
- We have tested our support mechanisms including identifying and supporting complex and vulnerable claimants through their journey – and started learning what support all claimants require.
- We have shown we are able to identify claimants to move to UC, that we are able to control volumes in the system, and are able to monitor progress.
- · We have reviewed our staffing and organisation design in the light of experience, and are confident this will support continued pilot testing.
- Our delivery partners and 3<sup>rd</sup> party stakeholders have successfully engaged in the pilot and confirmed they are able to continue with the pilot testing to the agreed volumes.
- We have shown that we can respond to feedback, and that our release management processes are working enabling us to safely iterate the service as we continue to test.
- The Move to UC pilot has met UC design, security and performance standards and is compliant with relevant DWP BAU quidance.







